Air Force Materiel Command

War-Winning Capabilities … On Time, On Cost

Source Selection Training

Evaluation of Mission Capability and Proposal Risk

U.S. AIR FORCE

Integrity - Service - Excellence

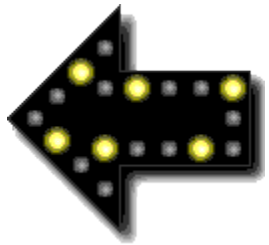
Available Training

Pre-Solicitation:

- Market Research
- Risk Assessment
- Cost & Price Planning
- Section L & M Development

Proposal Evaluation:

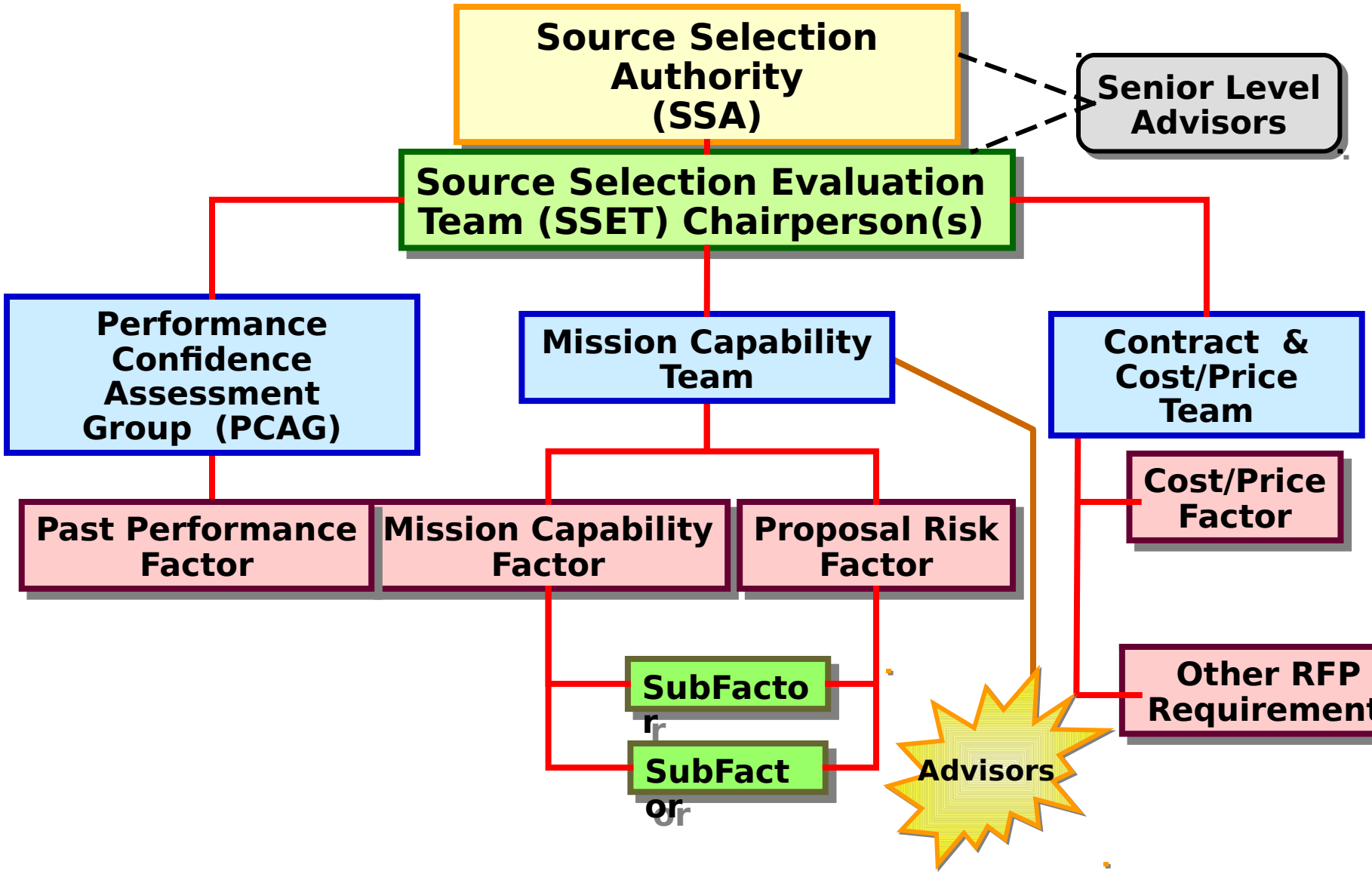
- Evaluation of Mission Capability & Proposal Risk
- Performance Confidence Assessment
- Cost & Price Evaluation - two options:
  - Firm Fixed Price
  - Cost Reimbursable
- Debriefings



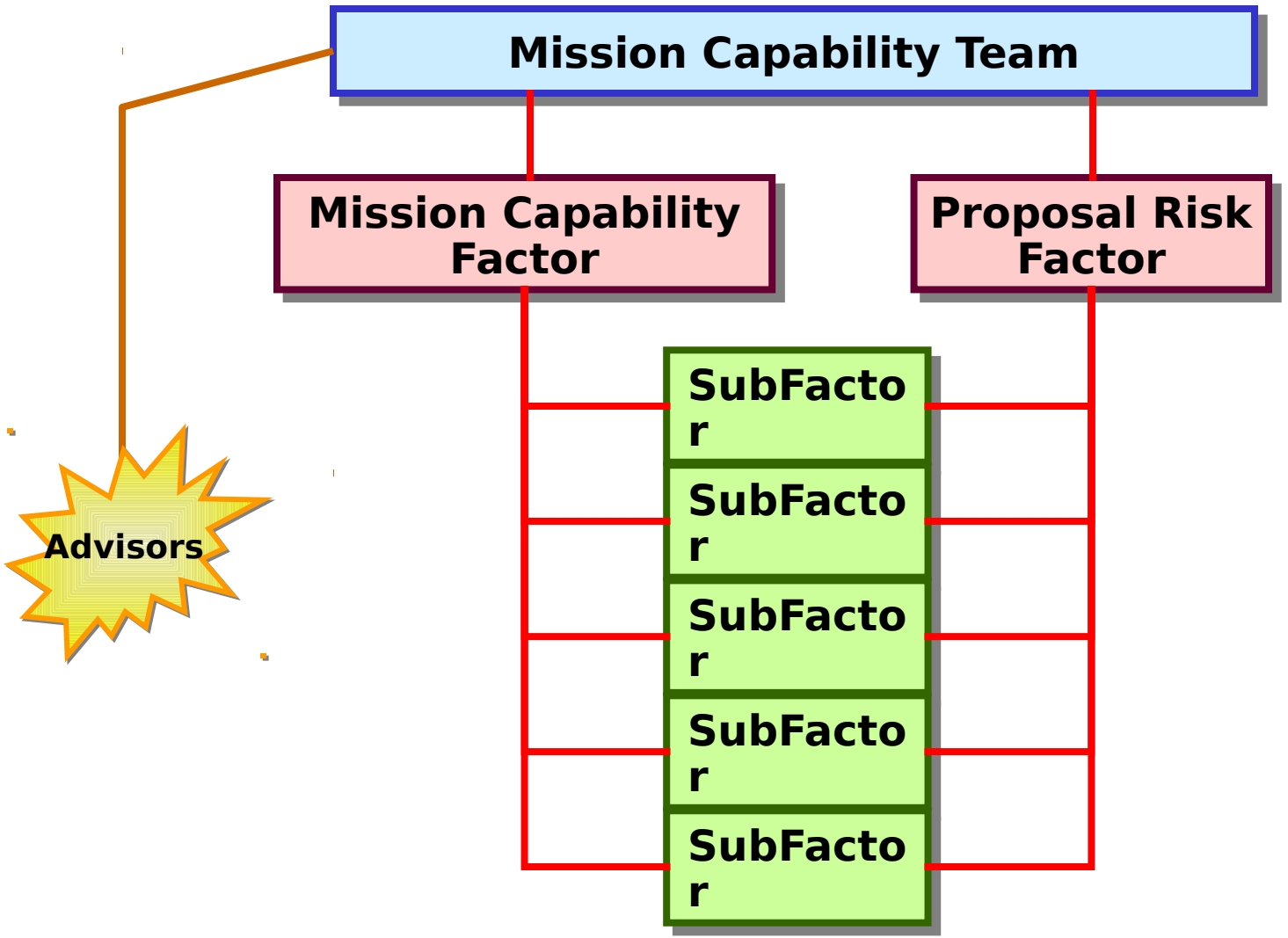
Also Available:

- Performance Price Tradeoff
- Small Dollar Source Selections

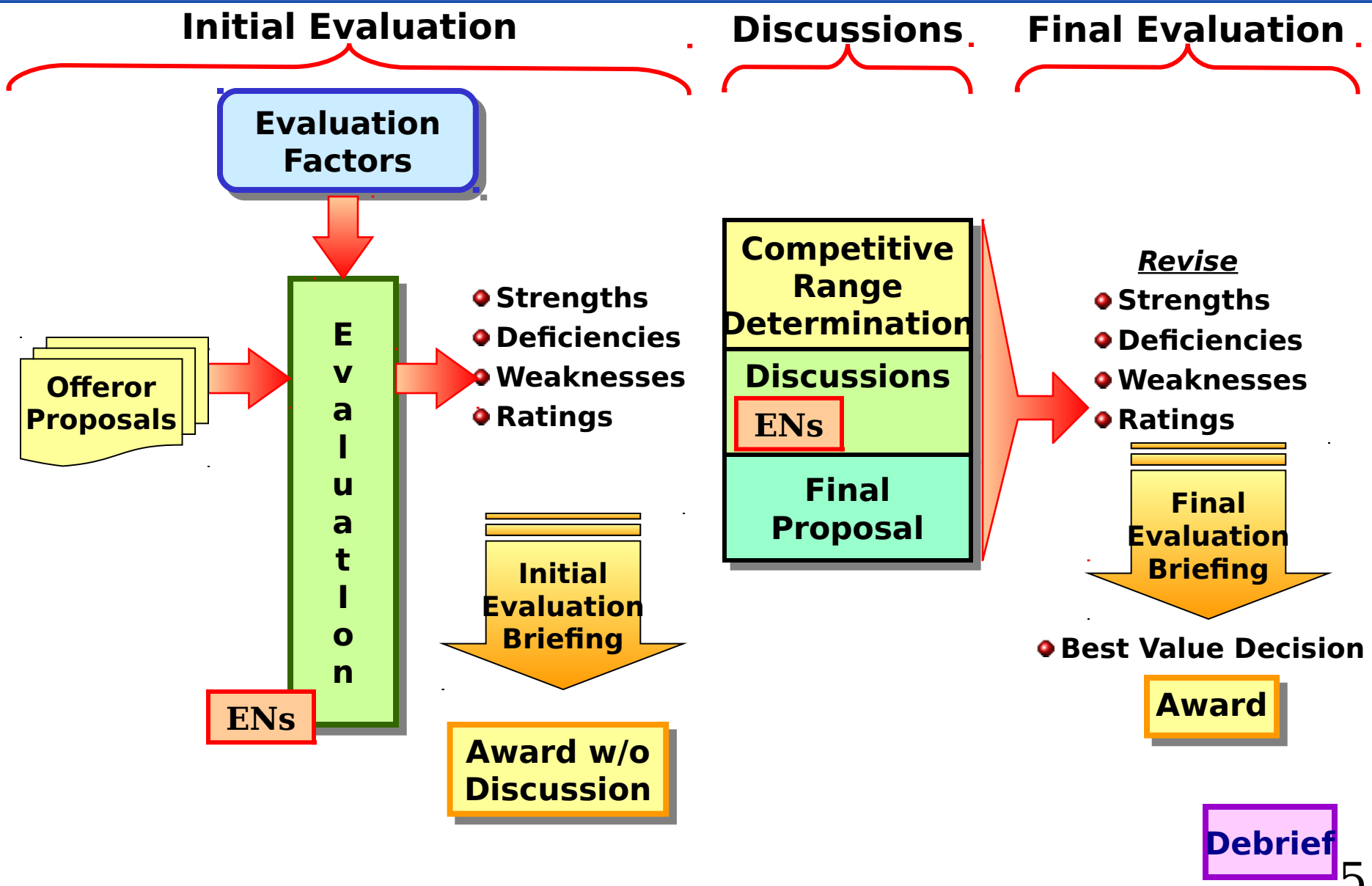
Source Selection Organization



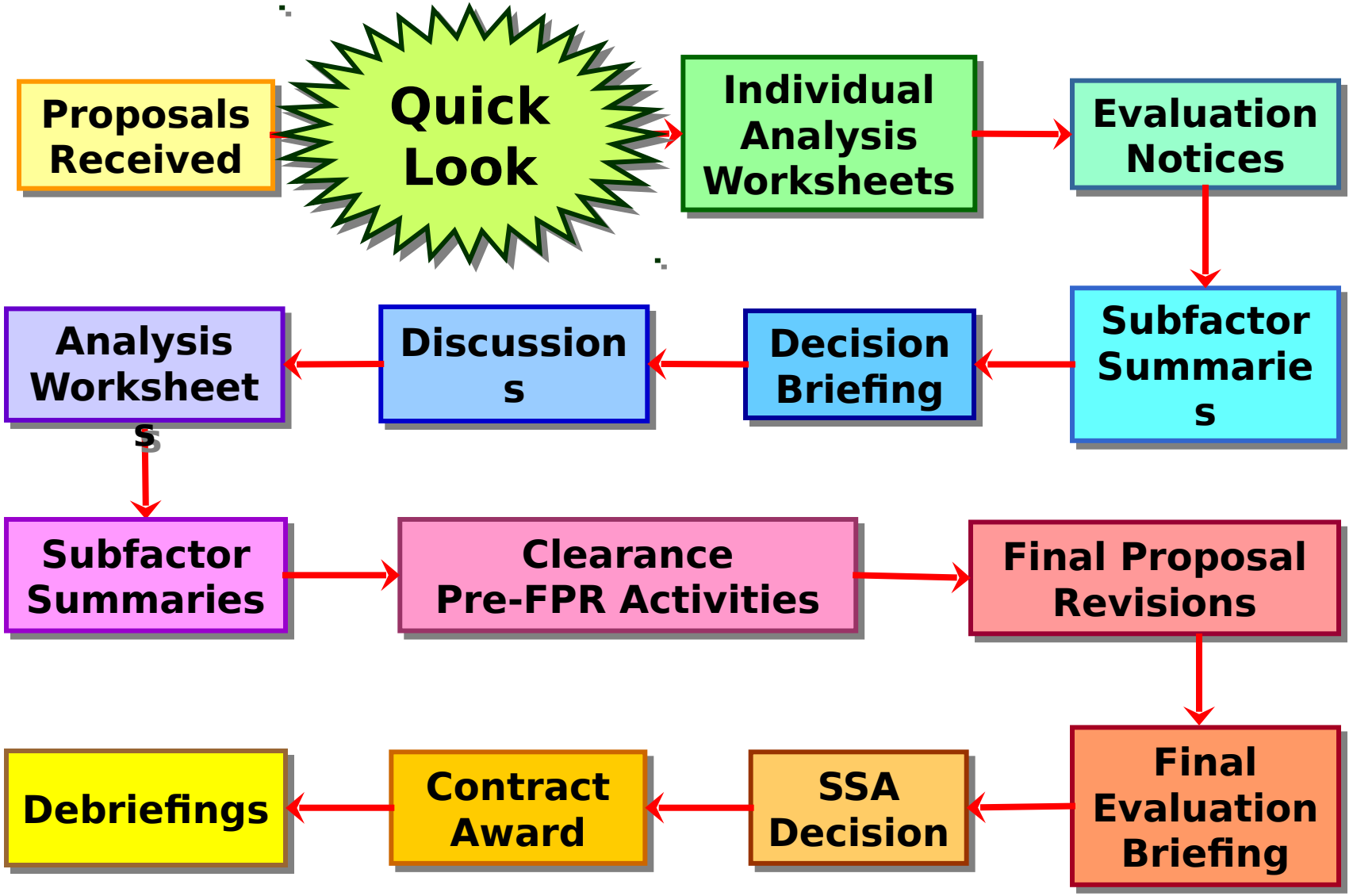
Use of Subfactors



The Evaluation Process



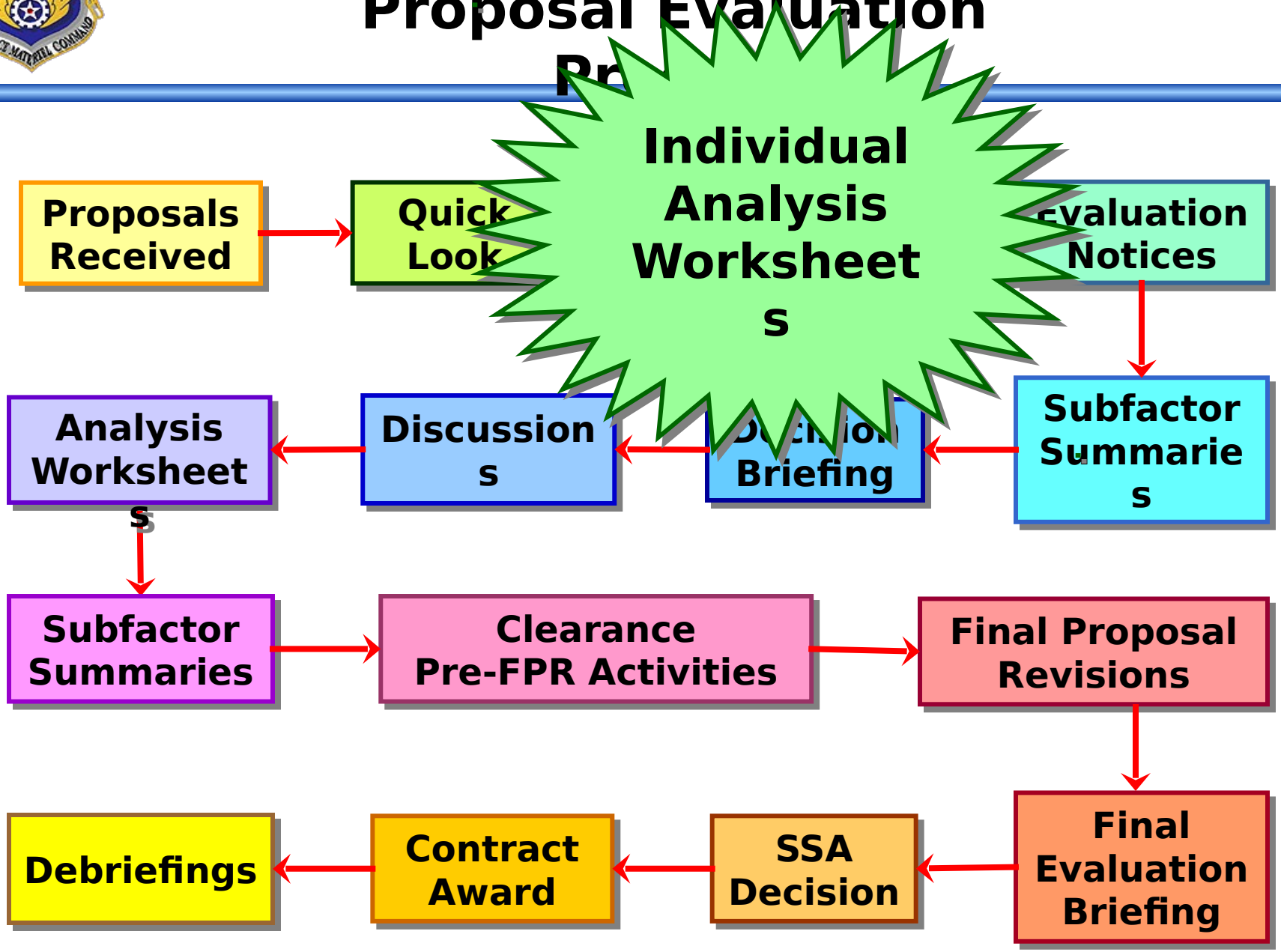
Mission Capability Proposal Evaluation Process



Quick Look

- Who submitted offers?
- Is proposal complete?
- Ensure page count limitations
- Have any exceptions to RFP requirements been noted?
  - Obvious showstoppers
- Do proposals need to be loaded into any evaluation tool?
- May result in “Quick Look” presentation

Mission Capability Proposal Evaluation Pr



Individual Analysis Worksheet

- Individual evaluator completes analysis for their subfactor
  - No collaboration with other MC evaluators
  - Collaboration will be at subfactor summary level
  - Completed at Mission Capability subfactor level
- Assesses proposal's ability to meet, exceed, or fail to meet requirements
- Documents narrative description of
  - Strengths (Requirements exceeded)
  - Deficiencies (Requirements not Met)
  - Uncertainties (You are uncertain if proposal meets requirements)
  - Weaknesses (Risk of Approach)

Documenting Strengths, Deficiencies and Weaknesses

- A ***strength assessment*** requires you to document all three aspects of this definition:
  - A significant, outstanding, or exceptional aspect of an offeror's proposal that has merit and exceeds specified performance or capability requirements;
  - Advantageous to the government; and
  - Will be included in the contract or is inherent in the offeror's process
- A ***deficiency assessment*** requires you to document a material failure of the proposal to meet a government requirement
- You must also document any weakness (pertains to proposal risk)
  - A "weakness" is a flaw in the proposal that increases the risk of unsuccessful contract performance
  - A "significant weakness" in the proposal is a flaw that appreciably increases the risk of unsuccessful contract performance

ATTACHMENT 3

Source Selection: ANALYSIS WORKSHEET

Evaluator:

Offeror:

Factor **Subfactor** **Element**

MISSION CAPABILITY (MC)

Component of Performance or Capability Requirement

What is Offered

Analysis

How Proposal Exceeds, Meets, or Fails to Meet Performance or Capability Requirements

Strengths(MC) (Start narrative with "Strengths:")

Inadequacies/Deficiencies (MC) (Start narrative with "Inadequacies:" or "Deficiencies:")

PROPOSAL RISK (PR)

Positive Aspects/Weaknesses/Deficiencies (PR)
(Start narrative with "Positive Aspects:", "Weaknesses:" and "Deficiencies:")

Evaluation Notice Required?:

Evaluation Steps

- Read RFP sections L and M
- Read Offeror's Executive Summary: Grasp overarching messages or themes, and general organization of proposal (if requested)
- Review all relevant portions of proposal
- Collaborate with PCAG and cost team members t
  - Resolve issues
  - Clarify proposal content
- Review proposal against evaluation criteria in RFP Section M to assess whether proposal:
  - Exceeds
  - Meets
  - Does Not Clearly Meet
  - Does Not Meet

… Section M Requirement

Keys to Developing Initial Ratings

- Evaluate only information contained in the proposal
  - Evaluate proposal on the basis of what we asked for, not what we would like to see
  - Don’t expand the scope of evaluation beyond original intent
- Rating traceable to the RFP (Sections L and M)
  - Strength links to a RFP requirement
  - Deficiency links to a RFP requirement
  - Uncertainty links to missing information required by Section L that relates to an evaluation factor in Section M
- Thoroughly document the basis for your evaluation
- Ensure consistency across Offerors

Proven Practices

Complete the evaluation of one proposal prior to moving to the next one

- **Ensures integrated assessment of proposal**
- **Facilitates evaluation against MC subfactor**
  - **As opposed to comparing proposals to one another**
- **More efficient as all evaluators are reviewing the same proposal**
  - **MC team members can assist each other in finding information or answering questions**

Traceability Between RFP and Proposal Documents

Ensure all "other" requirements are covered

RFP

- Systems Requirements Document (SRD)
- Statement of Objectives (SOO)
- Instructions to Offerors (Section L)
- Evaluation Factors (Section M)
- Other model contract requirements (CLINs, delivery schedule)
- Terms and Conditions

Proposal

- System Specification
- Statement of Work (SOW) or Performance Work Statement (PWS)
- Integrated Master Plan (IMP)
- Integrated Master Schedule (IMS)
- Basis of Estimate
- Cost/Price Volume
- Exceptions to Terms and Conditions

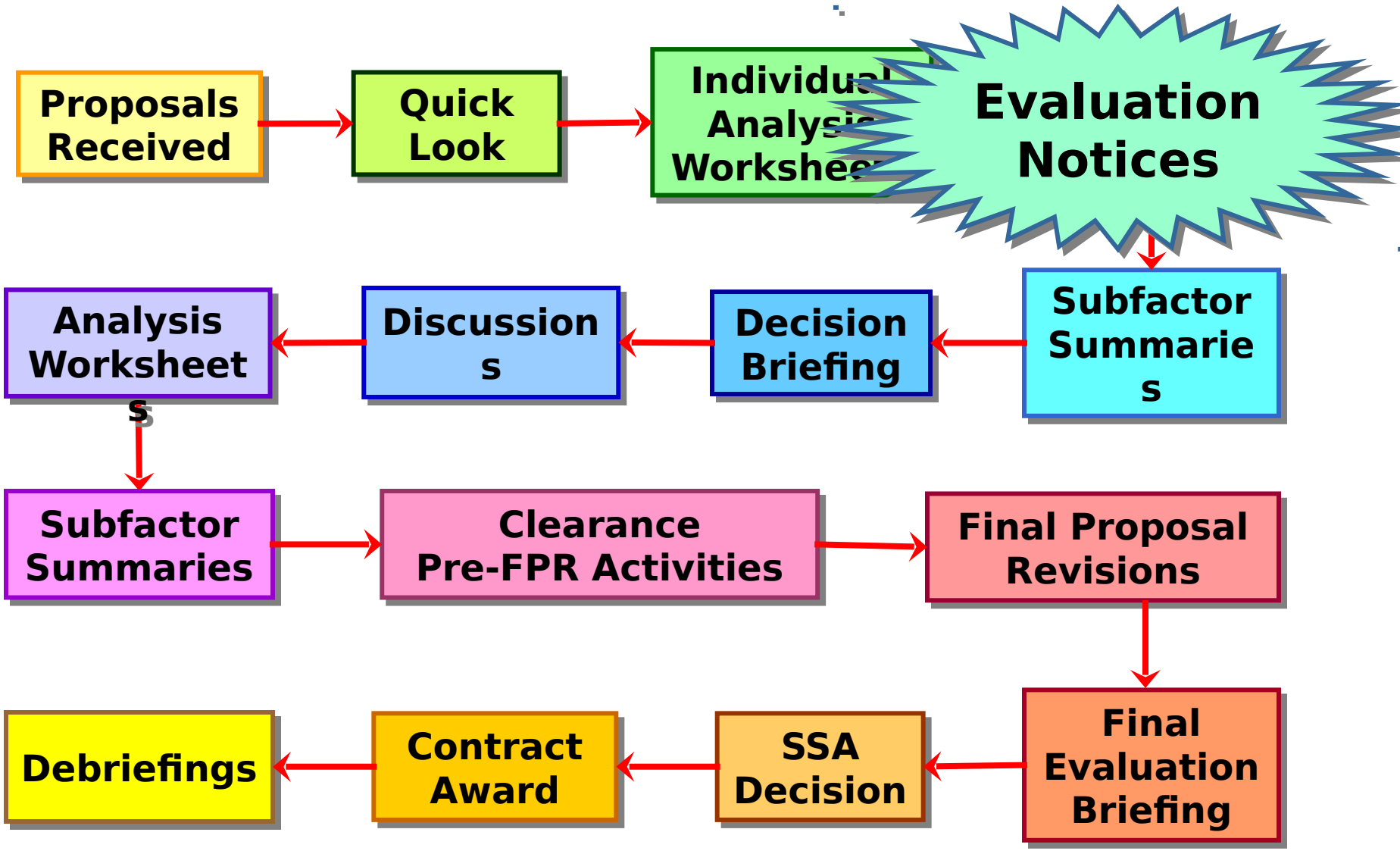
If you are looking for a specific aspect and don't see it, check the Section L to make sure we asked for it

Individual Analysis Worksheets Sample Statements

Examples of a "strength" statement

- **Poor:**
  - **a. Current teaming arrangements exceed minimum requirements**
  - **b. Proposed comprehensive risk management toolset is a strength**
- **Better:**
  - **a. The offeror exceeds our requirements by signing MOUs and pre-negotiated subcontracts with key players. This is advantageous because it enables a quick start-up after contract award**
  - **b. All team members (including subs) agree to use same risk tool. This is a significant benefit to the government because it makes the integrated risk assessment more efficient and further mitigates the overall risk to the government.**

Mission Capability Proposal Evaluation Process



Evaluation Notices (ENs) Types of Exchanges

Clarifications*

as needed with AWOD

- Adverse past performance, not previously addressed
- PPI relevance
- Minor or clerical errors

Communications*

to determine competitive range

Shall

- Adverse PPI is determining factor in exclusion

May -

- Inclusion or exclusion in Competitive Range is uncertain
- Enhance government understanding of proposal
- Facilitate government evaluation process
- Address ambiguities, perceived weaknesses, omissions, mistakes, etc.

Negotiations / Discussions

- Conducted with offerors in the competitive range
- Goal is to get best value
- Discuss weaknesses, deficiencies, and other aspects of the proposal to enhance award
- Discuss efforts above mandatory minimums

***Neither clarifications nor communications allow for an opportunity for proposal revision**

Issuing Evaluation Notices

- Used to better understand offeror proposals or notify offerors about aspects of their proposals
- Should be clearly and concisely written with specific references to RFP and proposal documents
- ENs must identify the type of exchange:
  - Clarification, Communication, or Discussion
  - PCO assists in determining the proper classification
- Evaluator who initiated EN records final actions, formulates a conclusion and documents the evaluation
- PCO controls all exchanges with offerors

EVALUATION NOTICE (EN)

_____**FAR 15.306(a) Clarification** **Offeror**_____

_____**FAR 15.306(b) Communications** **Control#**_____

_____**FAR 15.306 (c) Discussions**

_____**Deficiency**

RFP REFERENCE *(Specify RFP paragraph number, Section M reference, etc.)*
GOVERNMENT COMMENT:

Factor _____

Subfactor _____

Element _____

PROPOSAL REFERENCE: *(Specify offeror's document, Proposal Volume, paragraph, and page number)*

SUMMARY: Description of issue in question and specific request for additional/supplemental information needed to clarify or correct the issue. Include references to the solicitation if necessary.

EVALUATOR: (Note: The evaluator's name should not be included on the copy sent to the offeror.)

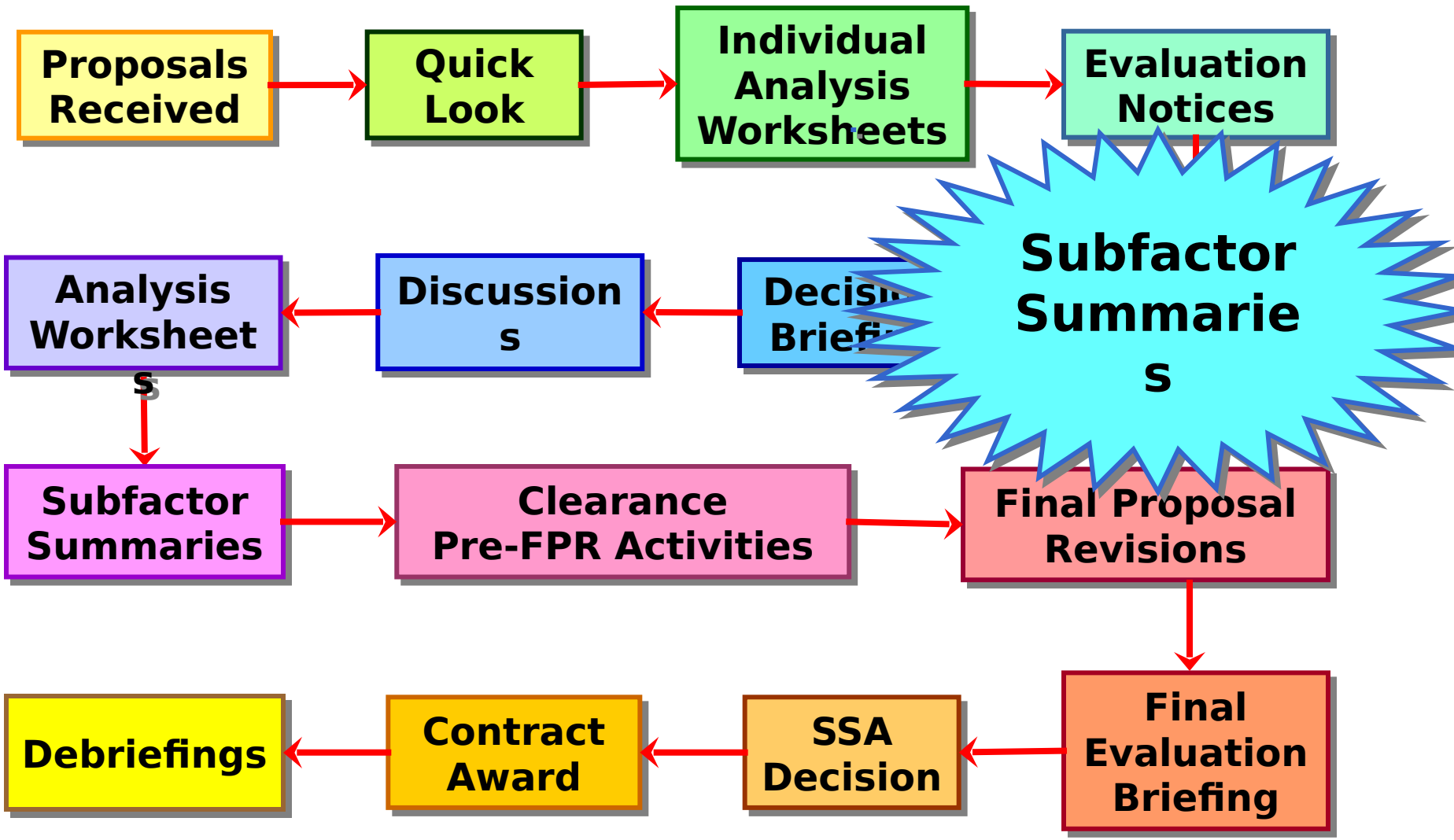
OFFEROR RESPONSE:

EVALUATOR ASSESSMENT OF OFFEROR RESPONSE: Address impact (including impact on offeror ratings, if any) and evaluate response.

Examples

- **Poor EN:**
  - **Need clarification on where the risk management process was demonstrated**
  - **“Current staffing for this task is 21 people. The proposed staffing of 9 people is inadequate.”**
- **Better EN:**
  - **Describe where risk management process was used previously and why that program is analogous to this effort**
  - **Describe the process improvements to be implemented in order to achieve the efficiencies in personnel proposed**

Mission Capability Proposal Evaluation Process



Subfactor Summary

- Completed by subfactor chief
- Combines inputs from all MC evaluators
  - Compilation of subfactor analysis worksheets
- Assigns color code (quality) and proposal risk ratings
- Completed before
  - Decision to award without discussions or establish competitive range
  - Request for Final Proposal Revision
  - Final SSA Briefing
- Subfactor summary charts are shown to offerors
  - As “interim ratings” prior to award
  - To support debriefings

ATTACHMENT 4

Source Selection: SUBFACTOR SUMMARY

☐ Initial Summary
☐ Pre-FPR Summary
☐ Final Summary

Author:

Offeror:

Factor	Subfactor	Element

Proposal Description

MISSION CAPABILITY (MC)

Color Rating:

Strengths Details

Strengths Summary

Inadequacies/Deficiencies (MC) Details

Inadequacies/Deficiencies (MC) Summary

PROPOSAL RISK (PR)

Positive Aspects/Weaknesses/Deficiencies (PR)Details

Positive Aspects/Weaknesses/Deficiencies (PR) Summary

Comments:

Reviewed by: _____

Mission Capability and Proposal Risk

Mission Capability	Proposal Risk
MC-1	Altitude
MC-2	Payload
MC-3	Cruising Speed
MC-4	Delivery Schedule
MC-5	Range
MC-6	SB Considerations

Past Performance

- Mission Capability Subfactors
- Cost/Price

Cost / Price

- Realism
- Reasonableness

Mission Capability

Mission Capability	
MC-1	Altitude
MC-2	Payload
MC-3	Cruising Speed
MC-4	Delivery Schedule
MC-5	Range
MC-6	SB Considerations

Proposal Risk

Past Performance

- Mission Capability Subfactors
- Cost/Price

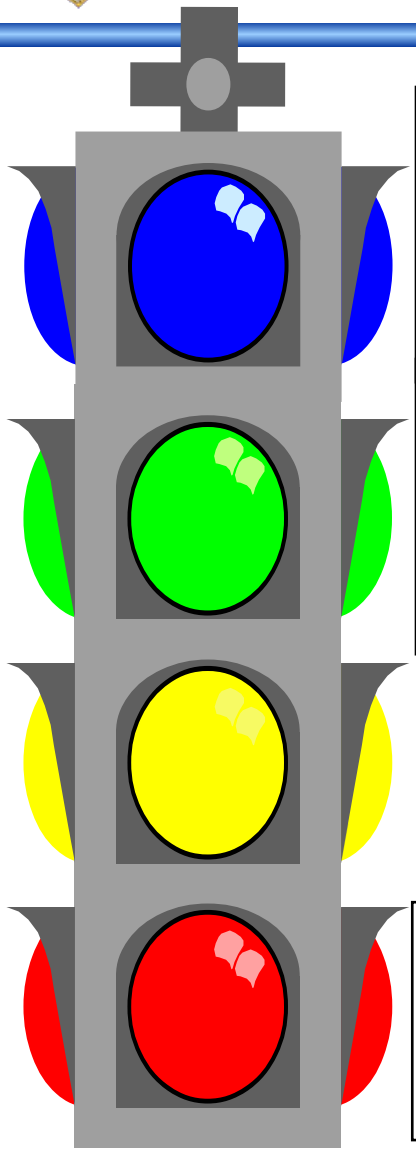
Cost / Price

- Realism
- Reasonableness

Color Code Evaluation

- **Mandatory at the subfactor level (shall not roll up)**
- **Focus on strengths and deficiencies**
- **Written assessment shall include:**
  - **<u>Strength</u>: a significant, outstanding, or exceptional aspect of an offeror's proposal that has merit and exceeds specified performance or capability requirements in a way that is advantageous to the government, and either will be included in the contract or is inherent in the offeror's process.**
  - **<u>Deficiency</u>: A material failure of a proposal to meet a government requirement**

Subfactor Ratings



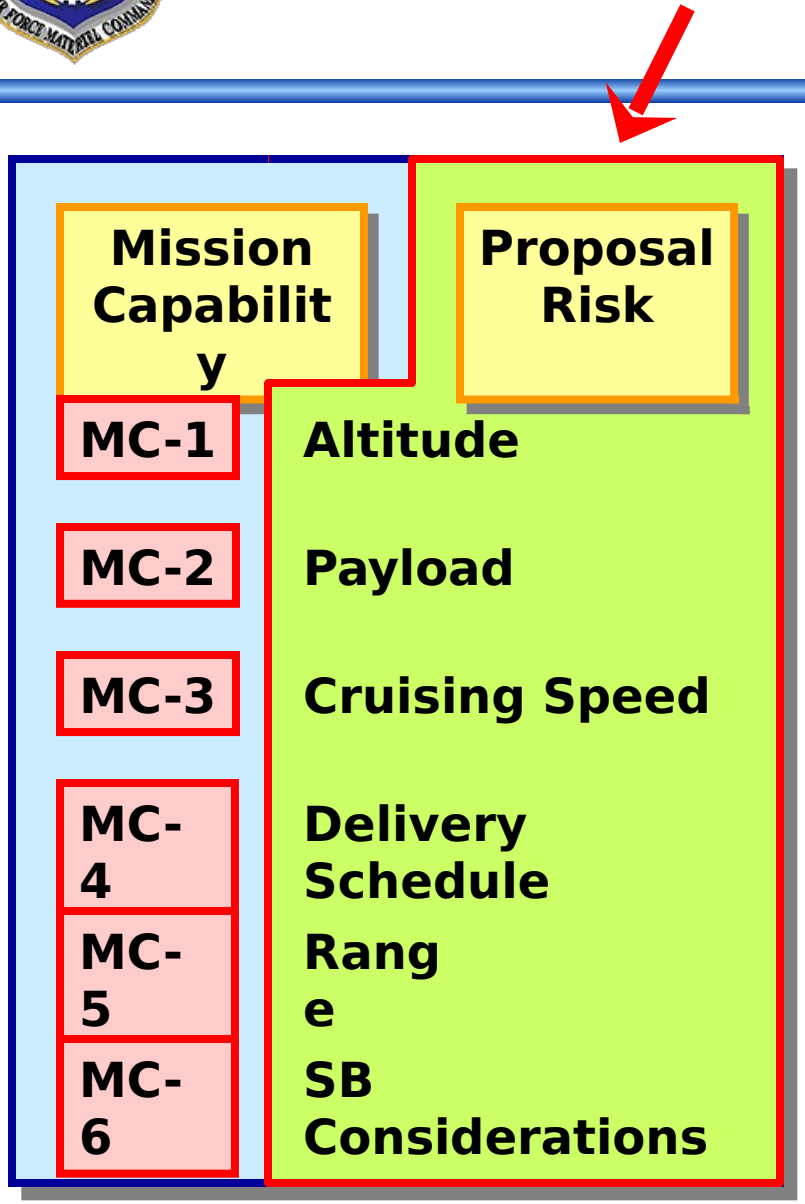
Blue-Exceptional: Exceeds specified minimum performance or capability requirements in a way beneficial to the government; proposal must have one or more strengths and no deficiencies to receive a blue

Green-Acceptable: Meets specified minimum performance or capability requirements delineated in the Request for Proposal; proposal rated green must have no deficiencies but may have one or more strengths

Yellow-Marginal: Does not clearly meet some specified minimum performance or capability requirements delineated in the Request for Proposal, but any such uncertainty is correctable.

Red-Unacceptable: Fails to meet specified minimum performance or capability requirements; proposal has one or more deficiencies. Proposals with an unacceptable rating are not awardable.

Basis for Award



Past Performance

- Mission Capability Subfactors
- Cost/Price

Cost / Price

- Realism
- Reasonableness

Proposal Risk Evaluation

- Assessed at the mission capability subfactor level
- Includes potential for significant disruption of schedule, increased costs, degraded performance, or necessity for government oversight
- Evaluation worksheets and summaries shall document:
  - Positive aspects (e.g., risk mitigators) which support the proposal risk rating.
  - Weakness: a flaw in the proposal that increases the risk of unsuccessful contract performance. A "significant weakness" in the proposal is a flaw that appreciably increases the risk of unsuccessful contract performance.
- For ANY weakness identified, the Evaluator MUST:
  - Address the offeror's proposal for mitigation
  - Address why that approach is or is not manageable
  - Generate ENs for significant weaknesses
  - Generate EN for a weakness (not significant) if the weakness may make a difference in the SSA's assessment

Proposal Risk Considerations Examples

- Unproven processes
  - May be technically desirable, but could introduce program risk
- State of the art technical solution
  - May drive increased schedule, cost risk
  - (You can do anything if given enough time and money)
- Example:
  - Requirement: Light weight, high strength material
  - Proposed solution: Exotic alloy
  - MC Subfactor rating “Blue” as technical requirement exceeded
  - Proposal Risk rating “High” as material is scarce and difficult to obtain (country of origin: Iraq)

Proposal Risk "Thought Process"

Key Aspects of Proposal Risk	Sources of Proposal
Information Disruption of Schedule (IMS)	Integrated Master Schedule
	SOW/WBS/PWS Mission Capability Volume
Increased Cost Tables	Cost Volume or Manpower
Degradation of Performance approach	MC Volume proposed
Offeror's Risk Mitigation (Plans) Volume,	Mitigation Plans in MC (if requested)
Need for Increased government oversight	Likelihood of oversight (result of evaluation)

Proposal Risk Subfactor Ratings

High	**Likely to cause significant disruption of schedule, increased cost, or degradation of performance. Risk may be unacceptable even with special contractor emphasis and close government monitoring.**
Moderate	**Can potentially cause disruption of schedule, increased cost, or degradation of performance. Special contractor emphasis and close government monitoring will likely be able to overcome difficulties.**
Low	**Has little potential to cause disruption of schedule, increased cost, or degradation of performance. Normal contractor effort and normal government monitoring will likely be able to overcome any difficulties.**

MC & PR: The Differences

	Mission Capability	Proposal Risk
Focus	**Does the promised performance meet or exceed *requirements*?**	**What are *the risks* of meeting solicitation requirements if performed as promised?**
Issue	**What is *quality of outcome?* Are there Advantages, benefits**	**What risks are inherent in offeror's *approach*?**
Assess-ment	**Strengths Meets requirements Uncertainties Deficiencies**	**No weaknesses Weakness Significant weakness**
Rating	**Blue Green Yellow Red**	**Low Moderate High**

Mission Capability Proposal Evaluation Process

Initial Decision Brief

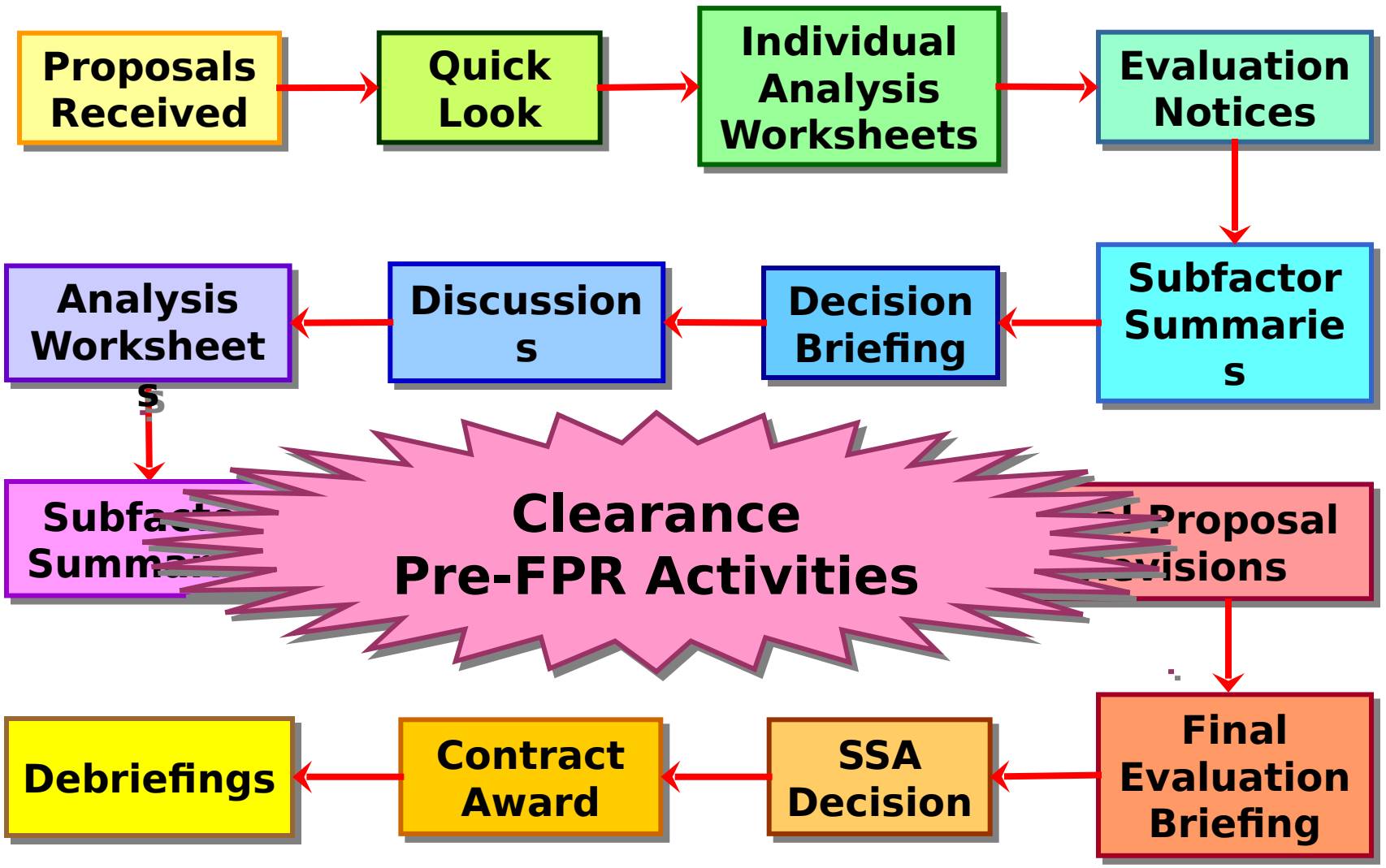
- **Decision brief to the SSA**
- **Technical/PCAG/Cost-Price Teams through SSET Chair and PCO to SSA**
- **Summarizes your evaluation assessments from the individual worksheets and summaries, ENs, as well as cost information and past performance evaluations**
  - **Your opportunity to excel with the SSA!**
- **This briefing either:**
  - **Authorizes award without discussions or**
  - **Establishes competitive range and authorizes discussions**

Mission Capability Proposal Evaluation Process

Discussions

- Discussions with Offerors remaining in competitive range
- Resolve evaluation notices
- Discussions normally cover:
  - Weaknesses
  - Deficiencies
  - Data presented by offeror that is unclear or missing
- SSETs will provide actual interim ratings to the offeror
- Face to face discussions and/or telephonic discussions may be necessary (another opportunity to excel!)
- Offerors are permitted to update their proposals
  - You will use these revisions as a part of your final evaluation
- You will have to document any discussions and results for your area

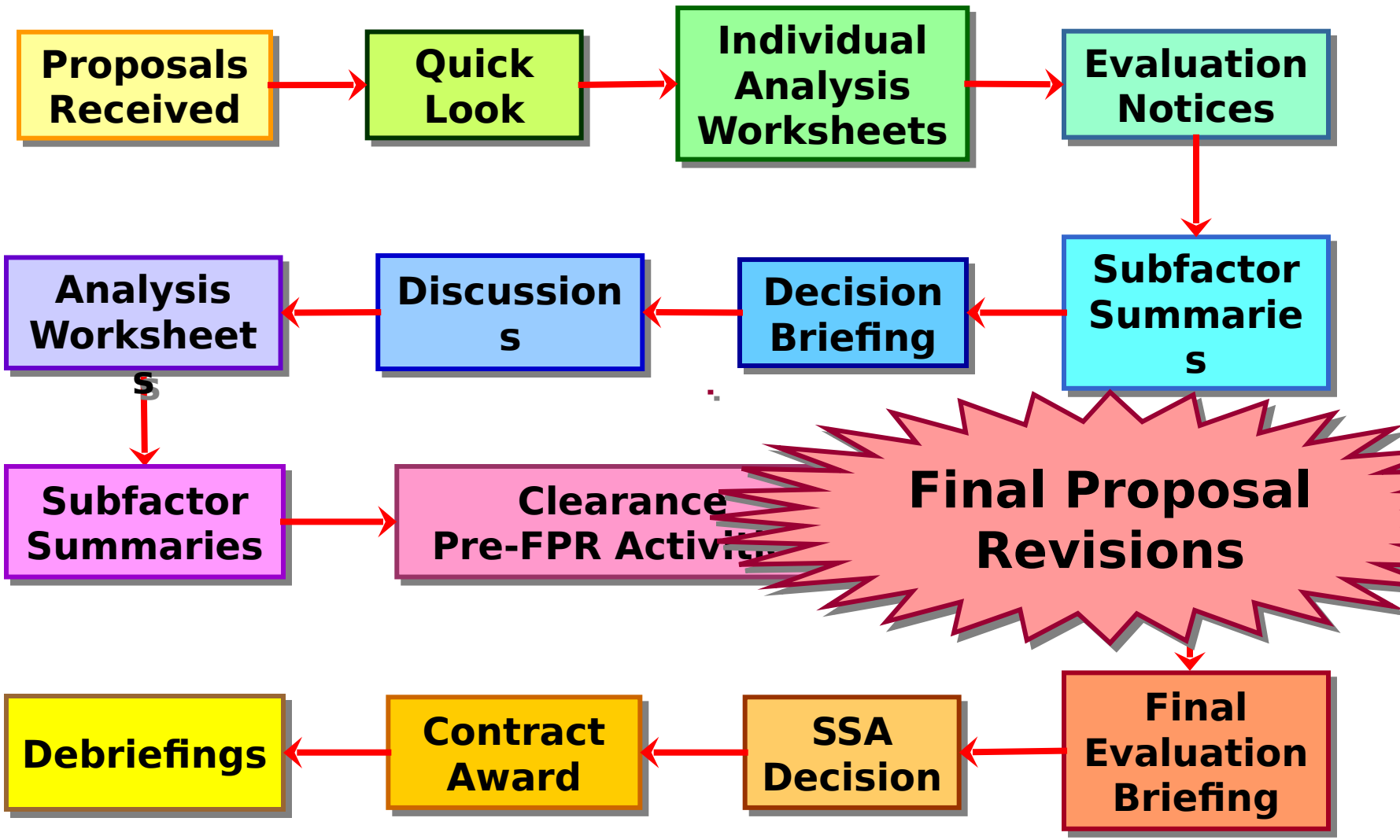
Mission Capability Proposal Evaluation Process



Clearance
Pre-FPR Activities

- SSET presents completed evaluation to the SSA
  - This includes your revised ratings as a result of discussions
- Final ratings and model contract are released to offerors in the competitive range
- Approval to release the Request for Final Proposal Revisions constitutes clearance

Mission Capability Proposal Evaluation Process

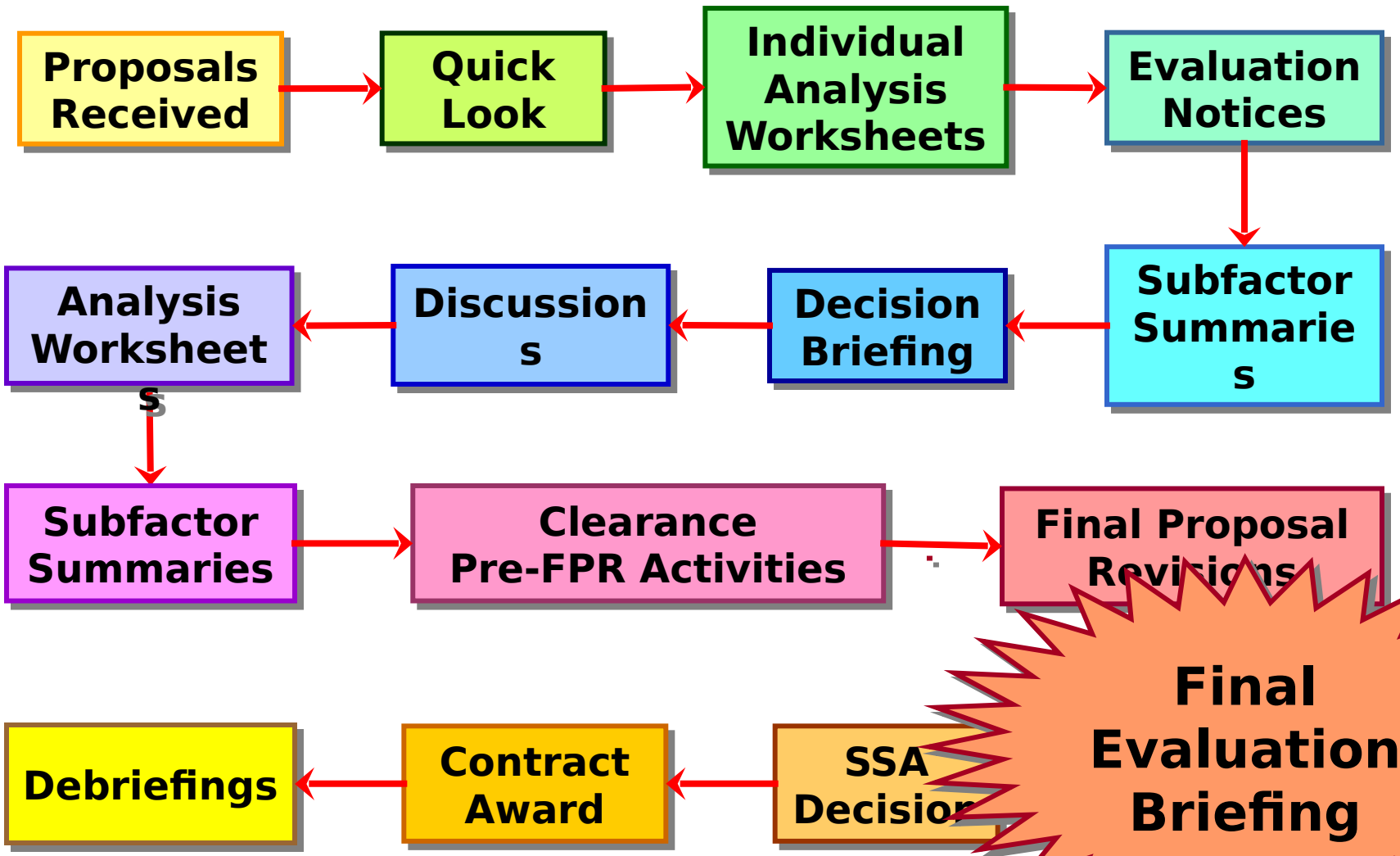


Final Proposal Revision Activities

- Request for FPR Issued at Conclusion of Discussions
- Issued to all Offerors in Competitive Range
- Establishes Common Cut-off Date
  - No further discussions with offerors authorized
- Provides Agreed to:
  - Technical Baseline
  - Terms and Conditions
  - Business Arrangement
- Gives Offeror Opportunity to Submit a Final Proposal Revision
- Evaluators will review the final proposal revision and
  - Repeat evaluation process for any proposed changes
  - Reassess Ratings Including Strengths, Weaknesses, and Deficiencies

All changes should be traceable to original proposal

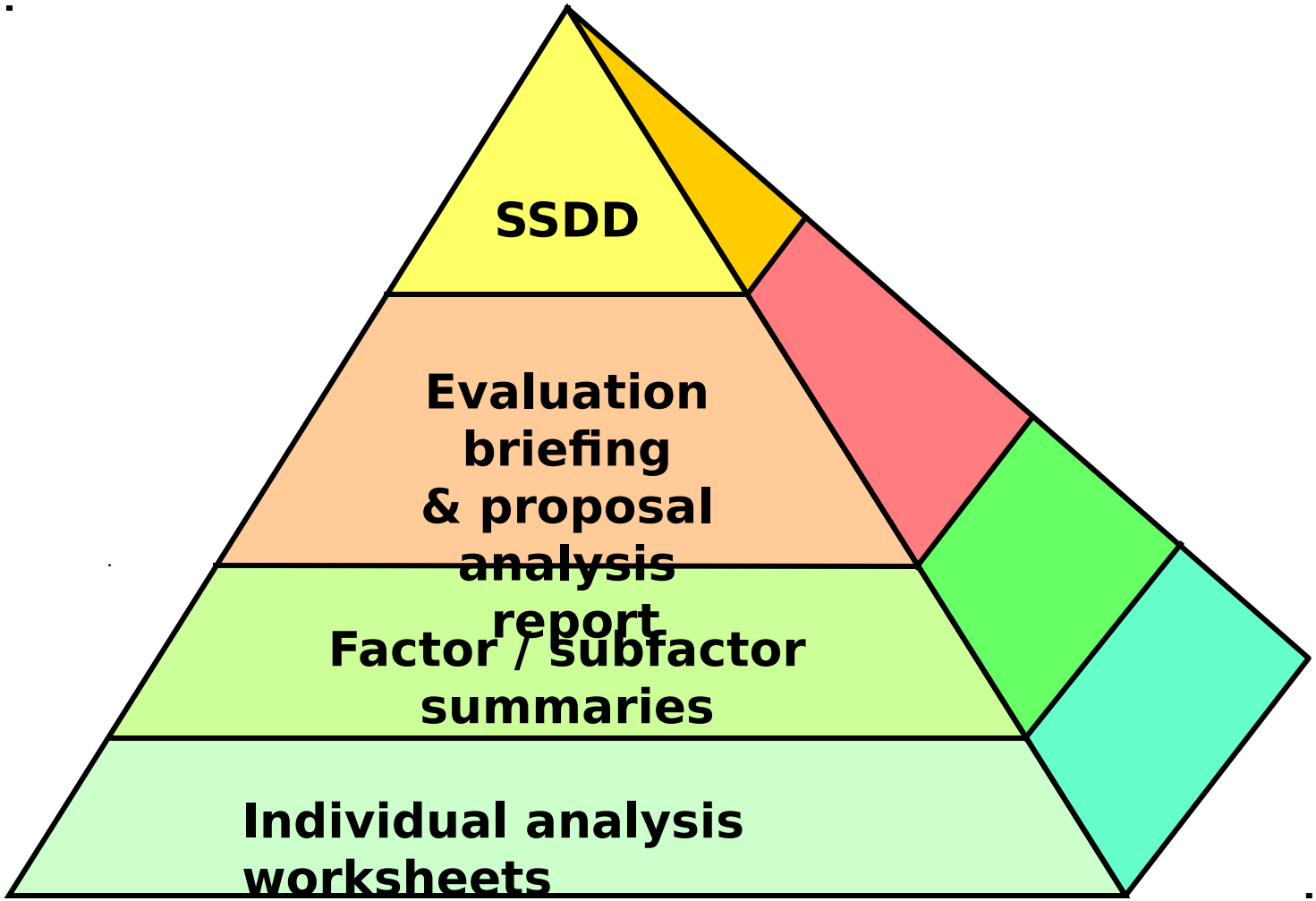
Mission Capability Proposal Evaluation Process



Final Evaluation Briefing (SSA Decision Briefing)

- The purpose of the briefing is to provide final evaluation to the SSA to facilitate the award decision
- Must include the following:
  - Color ratings for mission capability subfactors
  - Proposal risk ratings for each subfactor
  - Past performance confidence rating
  - Cost/price
  - Contractual considerations i.e. T&Cs, certifications
- Sufficiently detailed written descriptions of each offeror's strengths, deficiencies, and weaknesses
  - Your written assessments are critical to support the SSA's decision
- Summary chart

Documentation Flow



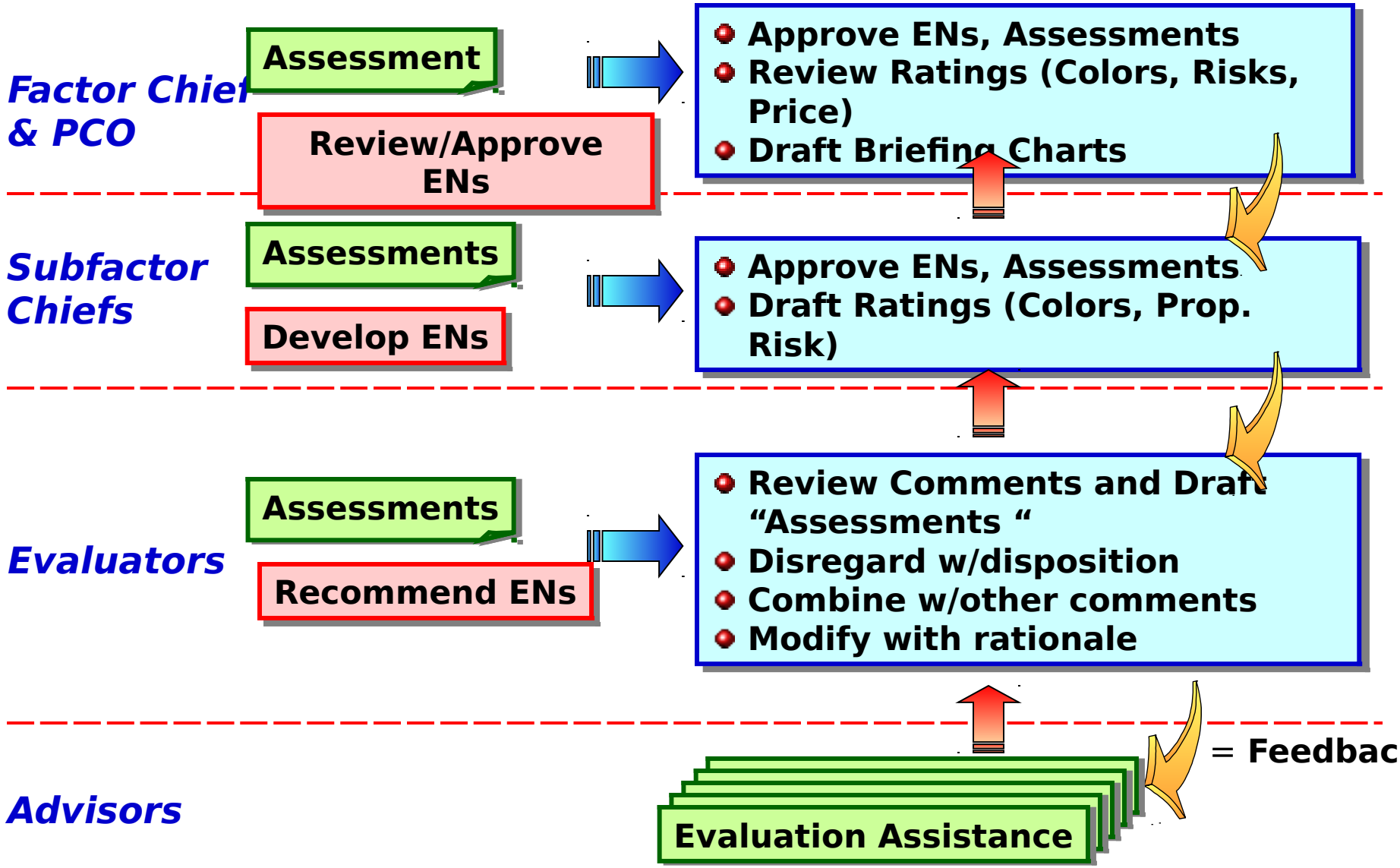
Documentation

- **SSDD – Source Selection Decision Document (SSDD) is the document that reflects the Source Selection Authority's integrated assessment and selection decision**
- **PAR – Proposal Analysis Report (PAR) is a report that fully documents the results of the evaluation of each proposal and the comparative analysis of all proposals within the competitive range.**
- **Subfactor/Factor summaries (already covered)**
- **Individual Analysis worksheets (already covered)**

Debriefings

- Conducted separately for each offeror that requests debrief
- Strengths, weaknesses, and/or deficiencies.
  - Your written assessments will be presented to the unsuccessful offeror to support the ratings – your final chance to excel!
  - Also released to each of the unsuccessful offerors are the redacted assessments from the successful offeror's briefing charts.
- Overall ranking of offeror (if applicable)
- Ratings of successful offeror and debriefed offeror
- Reasonable responses to relevant questions

… and in Conclusion



Evaluation Process

- Evaluator - individual analysis worksheet
  - Read RFP
  - Read proposals
  - Using analysis worksheets, assess proposal against RFP requirements and evaluation criteria
  - Document how proposal exceeds, meets, or fails to meet the mission capability requirements
  - Document strengths, deficiencies, weaknesses
- Subfactor Chief - Prepare Subfactor Summary
  - Write Evaluation Notices (EN) for unresolved issues
  - Assign ratings
- SSET Chair - Prepare Evaluation Briefing
  - Brief results to SSA